Canadian Heritage | Patrimoine canadien

Intergovernmental Cooperation in the Area of Provincial and Territorial Minority-Language Services

Successes and Challenges (2003-2007)

Official Languages
Support Programs Branch
March 2007

Canada

Her Majesty the Queen in Right of Canada, 2007
ISBN 978-0-662-46685-7
Catalogue No. CH14-20/2007E-PDF

Table of Contents

1. Introduction **1**

1.1 Objective of the Intergovernmental Cooperation component *1*

1.2 Purpose of the Report to Canadians *1*

2. Intergovernmental Cooperation from 1988 to 2003 ..... **2**

2.1 Initial agreements *2*

2.2 The beginnings of multilateral forums *3*

2.3 Two validations in 2003 ..... *3*

2.4 1988-2003: a positive report *4*

3. Outcomes of Intergovernmental Cooperation from 2003 to 2007: successes and challenges **4**

3.1 First success: the provinces and territories are adopting a more strategic approach and are delivering more and more services *4*

3.2 Second success: strengthening of the multilateral framework *22*

3.3 Third success: Quebec is becoming a prime partner for development of the Francophonie *27*

3.4 Fourth success: closer links with the communities *29*

4. Conclusion **31**

5. Annexes **33**

Table I: Investments by governments (2003 – 2007) *33*

Table II: Governance Models of the Provincial and Territorial Governments *34*

Table III: Changes in progress markers from 1988 to 2007 ..... *36*

Table IV : Official Language Minority Communities *38*

6. Sources **40**

1. Introduction

This *National Results Report* describes the recent evolution of Canadian Heritage's Intergovernmental Cooperation component, which aims to help provincial and territorial governments offer services in the language of the official-language minority community, as well as the necessary infrastructure to provide these services.

Pursuant to the agreement between the partners, the Government of Canada must, during the second year of the current cycle (2006-2007), issue a report on the results achieved. As agreed by the signatory parties, Canadian Heritage has prepared the present report in cooperation with the Intergovernmental Network on Canadian Francophonie (INCF) and the Ministerial Conference on the Canadian Francophonie (MCCF).

The report covers the period from 2003-2004 to 2006-2007, the period between the release of the *Action Plan for Official Languages* (March 2003) and the second year of the current cycle of federal-provincial/territorial agreements (2005-2006 to 2008-2009).

1.1 Objective of the Intergovernmental Cooperation component

Through its Intergovernmental Cooperation component, Canadian Heritage has signed cost-sharing agreements with provincial and territorial governments in order to:

- encourage the availability of services in their own language for official-language minority communities in fields other than education;
- encourage cooperation, dialogue and role modelling among stakeholders at different levels of government; and
- support exchanges on best practices and the development of multilateral initiatives and projects.

These agreements normally include multi-year action plans. In 2006-2007, the envelope earmarked for implementation of these plans by all governments totalled $24.5 million.

Table I sets out the amounts earmarked by the Government of Canada and provincial and territorial governments from 2003 to 2007, the period covered by this report to Canadians.

1.2 Purpose of the Report to Canadians

For the purpose of keeping the Canadian public informed, this report describes the evolution of the Intergovernmental Cooperation component over recent years and the major instances of progress achieved through the efforts of the partners at various levels of government. The report cites examples of structuring initiatives to promote development of provincial and territorial services to Francophone minority communities. In the area of delivery of services in English to the Quebec Anglophone community, a

cooperation agreement was signed between the governments of Canada and Quebec in spring 2007.

The report also describes the challenges that must be met to continue progress since, even though the process has been positive, major challenges remain and require ongoing commitment by the partners.

First of all, however, we provide an overview of federal-provincial-territorial cooperation in the area of minority-language services from its first steps onward.

2. Intergovernmental Cooperation from 1988 to 2003

Official Languages Act (1988)

Sec. 43. (1) The Minister of Canadian Heritage shall take such measures as that Minister considers appropriate to advance the equality of status and use of English and French in Canadian society and, without restricting the generality of the foregoing, may take measures to
(a) enhance the vitality of the English and French linguistic minority communities in Canada and support and assist their development; (...)
(d) **encourage and assist provincial governments to support the development of English and French linguistic minority communities generally and, in particular, to offer provincial and municipal services in both English and French** and to provide opportunities for members of English or French linguistic minority communities to be educated in their own language;
(e) encourage and assist provincial governments to provide opportunities for everyone in Canada to learn both English and French.

2.1 Initial agreements

In the official languages field, education was the first area of cooperation between the federal government and the provinces and territories. Since the early 1970s, the governments have had cooperation agreements providing financial assistance by the federal government for the teaching of French or English as a first or second language.

Under the second *Official Languages Act*, passed in 1988, this cooperation was expanded to include provincial and territorial services other than education. It is well known that the provincial and territorial governments provide services in such sensitive areas as early childhood, justice, health and social services, immigration and arts and culture. The provinces also delegate some powers to municipalities.

Federal-provincial/territorial cooperation in these areas began during the 1980s. Federal-provincial cooperation as such got off the ground in 1988 with the signature of bilateral agreements with New Brunswick, Ontario, Prince Edward Island and Saskatchewan. The other provinces jumped on the bandwagon: Nova Scotia (1989), Quebec (1989), Manitoba

(1990), Newfoundland and Labrador (1993), British Columbia (2001) and Alberta (2002). Canadian Heritage had agreements with Quebec from 1989 to 1999. As we have already stated, a new agreement was signed in spring 2007.

With respect to cooperation with the three territories, a Canada-Northwest Territories framework agreement was concluded in 1984 and an initial cooperation agreement was signed in 1987. In the case of Yukon, a framework agreement was concluded in 1988, and as regards Nunavut, an initial cooperation agreement was signed in 1999, the year the territory was created.

Today, all provinces and territories have cooperation agreements with Canadian Heritage.

In 2003-2004 and 2004-2005, the partners signed one-year interim agreements. In 2005, Canadian Heritage and most provinces and territories signed a new generation of multi-year agreements covering the period 2005-2006 to 2008-2009. Unless otherwise indicated, these agreements include strategic plans for the implementation of services. Canadian Heritage and the provinces and territories are investing a total of $104.7 million over four years in this set of agreements.

2.2 The beginnings of multilateral forums

As early as 1991, officials of the two levels of government came together in a forum, the Officials Responsible for Francophone Affairs (ORFA), which in 2005 became the Intergovernmental Network for the Canadian Francophonie (INCF).

In 1994 a multilateral structure bringing together the responsible provincial and territorial ministers as well as Canadian Heritage was formed with the name Ministerial Conference on Francophone Affairs (MCFA). In 2005 this forum became the Ministerial Conference on the Canadian Francophonie (MCCF), which meets annually. The 11th Ministerial Conference on the Canadian Francophonie was held in 2006.

In 2001, under a pilot project, professional resources were assigned to support the work of the Conference. In 2006, as a result of a positive evaluation of the coordination function, the partners decided to jointly fund the costs of coordination, which was strengthened on the same occasion.

2.3 Two validations in 2003

In 2003, Canadian Heritage carried out an evaluation of its Intergovernmental Cooperation component, focussing on the period from 1993 to 2003. This evaluation confirmed the component's relevance, since it found that federal support provided both a financial and a political incentive. Among the recommendations made by the evaluation was improvement of action plans and performance indicators. As we will see, the partners strove to implement this recommendation.

The *Action Plan for Official Languages* (2003) also recognized the importance of this component through its assertion that federal-provincial cooperation in the delivery of services in the French or English minority language was one of the primary ways to breathe new life into Canada's linguistic duality. One of the measures under the Action Plan was to assign to this component an additional envelope of $14.5 million over five years, on top of the $12.1 million earmarked annually.

2.4 1988-2003: a positive report

From 1988 to 2003, federal-provincial and territorial cooperation, first undertaken are on a modest scale, gradually developed. During this period, all provinces, except Quebec for a time, and the three territories established a partnership with Canadian Heritage by signing agreements to improve delivery of services in the language of the official-language minority community. A multilateral forum, the Ministerial Conference on the Canadian Francophonie, was created. Major progress was achieved in the delivery of services to the population, and the provinces and territories assumed a primary role with respect to Canada's linguistic duality.

3. Outcomes of Intergovernmental Cooperation from 2003 to 2007: successes and challenges

Over the last four years, cooperation between the two levels of government has been strengthened. This cooperation has yielded a number of outcomes, which we describe below. We will also take stock of the challenges that lie in the future.

Successes Since 2003

- The provinces and territories are adopting a more strategic approach and are delivering more and more services.
- The multilateral framework has been reinforced.
- Quebec is becoming an official partner in the network supporting development of the Francophonie.
- Links with the communities are becoming closer.

3.1 First success: the provinces and territories are adopting a more strategic approach and are delivering more and more services

3.1.1 General observations

Between 2003 and 2007, the provinces and territories achieved major progress in the area of formalizing their services. The cooperation agreements between the levels of government had a structuring effect.

The previous-generation agreements were "Promotion" agreements with general goals designed to support delivery of services and the official-language community. The current generation of agreements includes more specific objectives, primarily targeting delivery of provincial and territorial services and emphasizing incentive-based funding with the goal of launching and nurturing new services.

Furthermore, this generation of agreements (2005-2006 to 2008-2009) includes strategic plans, whereas the previous generation contained action plans. This difference is more than semantic in nature: the action plans were more associated with an ad hoc approach.

The evaluation of the Intergovernmental Cooperation component conducted by Canadian Heritage in 2003 accurately described the lack of symmetry characterizing provincial and territorial evolution in terms of delivery of services in the minority language. A research report written in 2006 agreed with this finding: [TRANSLATION] "It may be concluded [...] that each province and territory is evolving at its own rate on the basis of its own specific political, demographic and sociological factors and challenges [...]."[1]

This lack of symmetry is confirmed when we consider the governance tools adopted by the provinces and territories, as well as the services they provide.

With respect to governance, most provinces and territories have statutes relating to services in French or language acts. Several have policies concerning services in the minority language or official languages. All, without exception, have coordination mechanisms providing leadership within the provincial or territorial government administration, which they use to implement cooperation and leadership functions. These mechanisms have various names: certain jurisdictions have a secretariat or directorate, or an office or program. For example, Ontario has an Office of Francophone Affairs, while in Yukon the French Language Services Directorate is headed by a public servant with delegated authority equivalent to a deputy minister who reports to a minister. Others have structures lower in the hierarchy and play a more limited role. Some have established commissioners of official languages, while still others have established the requirement to report to the public regarding their activities in this area. These mechanisms make a vital contribution to formalizing these services.

The current governance system in each province and territory with respect to delivery of services in French is set out in Table II.

---

[1] Daniel Bourgeois, Wilfred Denis, Donald Dennie and Marc L. Johnson (2006), *La contribution des gouvernements provinciaux et territoriaux à l'épanouissement des communautés francophones en milieu minoritaire : un premier bilan et quelques perspectives* [The contribution of provincial and territorial governments to the development of Francophone minority communities: initial report and some perspectives]. Research report for Ministerial Conference on the Canadian Francophonie, Moncton: Canadian Institute for Research on Linguistic Minorities, page 14.

Concerning services provided, certain provinces or territories make an active offer of service in many areas. Others have a narrower range of services. In recent years, all provinces and territories have made progress in such areas as health and social services, early childhood, immigration, legal services and economic development. All agree concerning the importance of on-line access to information in French.

A large number of the government officials interviewed for the purposes of this report indicated that the provinces and territories are seeking to target the services most valuable to its citizens in their everyday lives.

They concur that the agreements with the federal government are important, and provide important incentives even if they cover only a portion of the overall costs.

3.1.2 Successes and challenges in each province and territory

To illustrate the actions of the provinces and territories, we present an overview of their activities from 2003 to 2007, highlighting the major successes and challenges they face in each case. This report on achievements and challenges is based on an analysis of the strategic plans of the provinces and territories, and on interviews conducted with government officials who are members of the Intergovernmental Network on Canadian Francophonie (INCF).

Newfoundland and Labrador

This province has no legislation or policy concerning delivery of services in French. Despite this, as a result of the efforts made by its Office of French Services, it has adopted a Strategic Plan designed to enhance the capacity of the government and its public servants to better serve the Francophone community through the development and delivery of programs and services in the French language. The Strategic Plan, which covers the years from 2005-2006 to 2008-2009, has the following objectives: strengthen the administrative framework within the public service; support service delivery in key areas like justice, immigration and early childhood; ensure communications with the Francophone communities; and support school-community centres.

The Office of French Services provides the government with a variety of services: translation, language training, liaison with the Francophone community, and a linguistic support service for departments, to facilitate their interactions with their Francophone clientele. Treasury Board approved a Translation Services Policy in 2005.

In order to offer services in French and implement initiatives designed to develop Francophone communities, the Office of French Services works with a number of departments, including Tourism, Culture and Recreation, Health and Community Services, Human Resources, Labour and Employment, Government Services, Justice, and Innovation, Trade and Rural Development.

The Province has begun to set up a number of Web sites in French and has also taken a number of other measures, including:

- establishment of a Francophone category for the Arts and Letters Competition;

- introduction of a French version of a new provincial logo;

- assistance for operation of the Francophone Early Childhood and Family Centre in St. John's;

- participation in French by the Office of French Services and the Department of Health and Community Services on the steering committee of the French-Language Health Network;

- cooperation on publication by the community of the first-ever directory of French-speaking health professionals;

- launch of HealthLine (Télé-soins), a bilingual service providing non-urgent health advice and information around the clock;

- participation by the Office of French Services and the Department of Education in the Francophone Affairs Steering Committee (COAF), a tripartite (federal-provincial-community) committee;

- launch of a provincial immigration strategy, with a Francophone component;

- translation of forms, brochures and other types of public information, specifically in the areas of justice, immigration and health insurance.

Each year, the Office concludes an agreement with the Newfoundland and Labrador Eastern Regional Health Authority for language training in French of approximately 80 individuals. As a result of the efforts by the Office in the area of awareness, the immigration department presented workshops in French on the topic of settlement of immigrants, and will continue to support any initiative by the Francophone community to increase the number of French-speaking immigrants. The Department of Tourism provided financial support to an association for publication of a tourist guide. The Government held consultations with the Francophone community on issues relating to health and immigration.

According to provincial officials, many challenges lie ahead. Because of lack of a legislative or political framework, it is difficult to develop structuring measures; furthermore, the French-speaking population is small in number (0.4 percent of the population as a whole) and the province's economic situation is precarious.

The Office of French Services is currently developing a document for provincial departments regarding best practices for delivery of services in French. It hopes that this statement will be converted to a policy and will provide the issue of services in French with new impetus.

Prince Edward Island

In 2007, Prince Edward Island marked the 20th anniversary of its policy on its services in French. The Province has a *French Language Services Act* enacted in 1999, whose the first sections were promulgated in 2000. The network of French Services Coordinators in all government departments prepared a detailed plan for promulgating the remaining eight sections.

The Province's policy concerning use of the funding available under the Agreement gives preference to investments designed to launch activities rather than provide ongoing support. This strategy involves accountability of provincial departments and agencies, in that these entities must assume full responsibility for and all costs of the services for which they received start-up funding.

The following provides an illustration of this approach: in 1989 the province's only library for Francophones contained only 800 books. In 2002-2003 there were more than 57,000 books in three French-language libraries, and 20 English-language libraries also had books in French. The 2005-2006 fiscal year was the last one during which federal funding was used for the library service, which is continuing thanks to the foundation provided by the start-up funding.

Establishment of Access Centres is another success flowing from the Canada-PEI agreement. Four regional single-window centres located in all parts of the Island provided 250 provincial government services. Initially, 63 percent of the costs of these centres were covered by federal funding. Now, however, although the federal contribution has been withdrawn and applied to other initiatives, the services provided by the centres are being maintained at the same level as before.

Among its other successes, the Province has made major progress in the areas of health and social services. A government network, co-chaired by representatives of the provincial government and of the Acadian and Francophone community respectively, advises the provincial government on needs and the priorities to be implemented in this field.

The agreement has also made it possible to support development of measurement tools associated with the Vision Project, a global development plan for the Island's Acadian and Francophone community. The preamble of the Canada-Prince Edward Island agreement reproduces the major outlines of the Vision Project.

This agreement supports community programming of five schools and community centres providing a French-language space for the community and promoting cohesion and visibility.

In the view of the Province, it has made substantial progress in the areas of signage and communications in French. The services are now strongly formalized and have changed the appearance of the Island. Translation of government documents is making a major contribution to service offerings in French.

According to provincial officials, the Province will have to meet major challenges in the area of delivering services in French. Recruitment of bilingual staff is an ongoing challenge. Other employers, including the federal Department of Veterans Affairs, are also looking for bilingual staff and provide good working conditions. Settlement and integration of immigrants is another major challenge.

> « *The various Acadian and Francophone communities across the province are an integral part of the Island's fabric. Therefore, it is only fair and reasonable to provide a comparable level of government services in English and French.* »
>
> Pat Binns, Premier of Prince Edward Island, during the 2007 Francophonie celebrations

New Brunswick

New Brunswick is Canada's only officially bilingual province. In 2002 the Province enacted a new *Official Languages Act*, in which it made a commitment to meet its constitutional obligations under the *Canadian Charter of Rights and Freedoms*. In addition to fulfilling its responsibilities with respect to official languages throughout the province, New Brunswick has taken steps to ensure a strong international presence. For example, it is currently cooperating with Romania on issues arising from the 11th Francophone Summit.

The Act reaffirms the rights of the population of New Brunswick to be served in the language of one's choice. The provincial situation differs from that of the other provinces, which have not established this obligation.

The Province's successes are not all due to the cooperation agreement with Canadian Heritage. However, it provides a substantial addition and has made it possible to strengthen cooperation between provincial government departments and the province's Francophone and Acadian communities in such areas as early childhood, literacy and health. The agreement has accelerated progress.

The agreement has two components: one targets government departments and the other the community. Through the agreement, the group of departments cooperating with the community has been expanded, and close consultations have been promoted between the Province and the Forum de concertation of community agencies. The consultation aspect is one of the most outstanding outcomes of the cooperation agreement.

The agreement has also enabled the Province to provide ad hoc assistance to five of its municipalities to reduce the lag in providing services in French. The municipalities in question have now assumed responsibility for these services.

New Brunswick has worked on the issue of results measurement. It is carrying out work with a specialized firm and in cooperation with government departments and the community. The Province is seeking to define strict indicators. The provincial and federal stakeholders share the same goals with respect to this issue.

One aspect of the agreement that has made a substantial contribution is the issue relating to bringing the two communities together. The Province turned to agencies like Dialogue New Brunswick to help it achieve its objectives. A recent study by the University of New Brunswick, Saint John Campus, shows that linguistic harmony is at its highest level among the provincial population.

According to officials, the challenge faced by New Brunswick is to provide even better services by working together with the Francophone community. This presupposes that work will be done with certain government departments that could make a greater commitment.

Nova Scotia

The enactment in 2004 of the *French-language Services Act* is undoubtedly the Province's most resounding success since it entered into an initial cooperation agreement with the federal government in 1989. By promulgating this act, the Government confirmed its commitment to upgrading existing services in French and expanding the scope of these services offered to the Acadian and Francophone community.

Under the Act, official status is conferred on the Office of Acadian Affairs and its mandate and objectives are described. The Act also establishes a coordination mechanism, the French-language Services Coordinating Committee, currently bringing together 17 French-language services coordinators in the provincial departments.

Regulations made in 2006 in the wake of these efforts enlist the participation of the community and the provincial government. While providing provincial departments and agencies with a framework and tools to upgrade their services, these efforts have also created genuine synergy among the stakeholders.

A pilot project over the last two years in the area of services to the public has proved a substantial success. Services Nova Scotia and relations with municipalities, the department responsible for services to the population, began to offer services in French, especially those associated with major lifetime events, including marriage, birth of a child, preparation for retirement, loss of a wallet or financial problems. The services are now available in French, either on-line, through call centres or certain access centres. Since this service offering is directly relevant to everyday existence, it has been very successful among the Francophone population. The initiative has generated a spinoff effect in other departments, which see it as a specific way to offer services in French.

For its part, the Department of Health is encouraging regional health authorities to get involved in delivering services in French. The outcome has been major progress in the commitment of these authorities.

An important element established over the last three years is language training in French for public servants. These courses, available throughout the province, provide public servants with the opportunity to enhance their ability to serve the public in French.

According to officials, the challenges in Nova Scotia are just as many as elsewhere. One is to instil in the Francophone population a reflex to request services in their own language. Since this population is used to receiving service in English, it tends to assume that officials must be approached in that language. The Services Nova Scotia project shows that people use services in French when they are clearly available. That is why the Government has established a visibility program using the slogan *Bonjour!*

Ontario

In 2006, Ontario celebrated the 20th anniversary of its *French Language Services Act* enacted in 1986. The Act guarantees any individual the right to receive provincial government services in French from head offices and 25 designated regions. It also authorizes designation of transfer payment agencies (such as hospitals) as entities delivering services in French.

Since 2006, the Province has adopted a strategic performance measurement framework based on the principle of active offer of services in French, which is a first in Ontario. It has also increased the integration of Francophone realities into development and implementation of government policies and programs in such areas as immigration, culture, health, justice and social and community services.

The services offered by Ontario in French greatly exceed the resources provided by the Canada-Ontario cooperation agreement on services in French. Since the last two agreements, the Government of Ontario has adopted the practice of refraining from using the funding flowing from the agreement for activities resulting from implementation of the *French Language Services Act*. Instead, funding from the agreement is used as a catalyst, an incentive for certain provincial ministries asked to support projects that might not otherwise have come to pass or might not have had the same scope.

The following table provides a follow-up on the projects funded by this means:

SECTORS	INITIATIVES	PARTNERS
Municipal	• Translation of municipal statutes and by-laws and establishment of a provincial records centre accessible to member municipalities of AFMO.	Association française des municipalités de Ontario (AFMO)
Immigration	• Translation and adaptation of a Web site designed to provide Francophone new arrivals and immigrants with guidance concerning government services and community resources available to them.	Ontario Council of Agencies Serving Immigrants (OCASI)
Health	• Development of tools and resources for Francophone health professionals and dissemination of public information; • Promotion of careers in the health field among young Francophones.	Regroupement des intervenantes et intervenants francophones en santé et en services sociaux de l'Ontario (RIFSSSO)
Justice	• Awareness program targeting youth to reduce intimidation and take action against bullying in French-language schools.	Centre ontarien contre la prévention de la violence (COPA)
	• Annual meeting of Francophone stakeholders with the goal of increasing cooperation among civil society groups operating in the justice field and in the responsible ministries.	Justice sector agencies and stakeholders
	• Establishment of a program to prevent abuse of senior citizens.	Fédération des aînés et des retraités francophones de l'Ontario
Culture	• French-language virtual library project with the goal of greater access to on-line resources.	Toronto Public Library and Ottawa Public Library
Tourism	• Franco-Ontarian cultural heritage promotion project—Circuit Champlain.	Direction Ontario
20th anniversary of *French Languages Services Act*	Set of government initiatives whose primary goal was to breathe new life into the Act and increase the closeness of links between the Province and the Francophone community, including: • Establishment of a number of Province of Ontario Prix de la francophonie. • Creation of a travelling exhibition entitled *D'hier à aujourd'hui* providing information on high points of the Francophone presence in Ontario. • Performance in French of Molière's play *Don Juan* as part of the official programming of the 2006 Stratford Festival.	

In May 2007, the Ontario Provincial Government enacted legislation with the goal of establishing a French Language Services Commissioner. This important development came in the wake of initiatives promoting greater transparency with respect to the availability and quality of government services in French. This is a historic step forward as regards recognition of Francophone rights in Ontario.

Challenges facing Ontario

Ontario has set ambitious objectives in terms of quality of and access to French services available in its designated regions, and is pursuing a policy of ongoing improvement in

this area. In that context, the instances of progress achieved become so many new frontiers to be pushed back, and the remaining challenges represent an equivalent number of priorities for action. These challenges will undoubtedly include the sensitive quest for a balanced offering of services in French in the province's various regions, as well as recruitment of qualified bilingual staff in order to meet the expectations of the Francophone community in key sectors.

[TRANSLATION] « ***Ontario's growth remains linked to the social, cultural, political and economic growth of its Francophone community. The Government remains committed, more than ever, to promoting a flourishing French Ontario and to fostering of the full participation of Francophones in building a dynamic, prosperous and highly diverse society.*** »

Madeleine Meilleur, Minister Responsible for Francophone Affairs

Manitoba

In 2006, Manitoba celebrated the 25th anniversary of the establishment of its French Languages Services Secretariat. On that occasion, Greg Selinger, Minister Responsible for French Languages Services, announced a change of name: in future, the office would be known as the Francophone Affairs Secretariat, "to reflect more closely the wide range of Francophone-related activities with which the Secretariat is involved."

Also in 2006, Manitoba hosted an event of international scope, the Ministerial Conference de la Francophonie on prevention of conflicts and human security. During the previous year, it played host to the Jeux de la francophonie canadienne.

An example of the Province's political commitment is Premier Doer's participation in a Francophone economic mission to Alsace.

Manitoba has achieved major progress in several areas since 2003. In the field of health, the agreement makes support possible for the CCS [Conseil communauté en santé] - resource centre. The Province passed the French Language Services Regulation pursuant to the Family Services Authorities Act. Early childhood and family centres are also supported. In the cultural area, both levels of government supported construction of a new theatre for the Cercle Molière. With respect to immigration, the Société franco-manitobaine is receiving financial support from both governments to provide a package of settlement and integration services for immigrants. In the justice field, both governments support the Provincial Court circuit point that hears cases each month at the Saint-Pierre-Jolys bilingual services centre. This court has a fully bilingual complement (judges, Crown counsel, clerks, sheriffs, etc.), and its sittings are held in both official languages. The Government has adopted a set of measures designed to promote appointment of a larger number of bilingual individuals to quasi-judicial tribunals.

Manitoba has established innovative bilingual service centres, which are actually one-stop service offices providing access to the services of the various levels of government in

both official languages. Three centres are being funded under the agreement. Three more such centres will be set up fairly soon.

In the area of economic development, a Crown corporation, Voyage Manitoba, has just been set up to promote tourism. Two Francophones are members of the board of directors. In the municipal field, the agreement has made it possible to provide support for the Manitoba Association des municipalités bilingues to enable it to establish partnerships with its counterparts in a number of provinces.

As elsewhere in the Francophone communities, there are many challenges. In addition to stimulating service offerings, demand for such services must be promoted by implementing various promotion activities. Recruitment of bilingual staff is an ongoing challenge, since there is a limited pool of such individuals. The volume of documents to be translated has increased beyond measure, especially with the advent of the Internet.

> « *During the past number of years, our government has adopted a more comprehensive approach, which goes beyond simply providing services and is intended to promote the vitality of the Francophone community.* »
>
> Greg Selinger, Minister Responsible for French Language Services,
> *Report on French Language Services 2005-2006*

Saskatchewan

Although there have been agreements between Canadian Heritage and the Province since 1988, delivery of services in French got off the ground in 2002 with adoption of a policy on legal services in French. In the following year, the Government adopted its French-language services policy, which was a turning point in delivery of services in French. Since then, officials have worked to gradually implement the policy, with the assistance of a larger investment by Canadian Heritage and Saskatchewan, which doubled their contribution under the multi-year agreement covering 2005-2006 to 2008-2009.

Major progress in services was achieved in the field of justice. Court services (clerks, counsel) are developing, and it is now possible to hold a trial in French in five different cities. The Province has translated 47 statutes and 34 sets of regulations. As part of an extensive consultation exercise, the committee on legal services in French, made up of government and community representatives, developed a strategic plan for the years 2006 to 2011, leading the Department of Justice to introduce many improvements to delivery of legal services in French.

An essential component for implementation of the French language services policy is participation by the Francophone community in the Joint Liaison Committee, which enables the Government to establish the importance it should accord to specific sectors and review innovative service delivery models. Must we attempt to deliver services in person, or rely on available on-line services? How can we change the culture of a public service used to working only in English?

Early childhood is one of the priority sectors. Under the agreement, one of the most definite successes has been the establishment of five day-care centres.

Another success attributable to the agreement: greater recognition of the Francophone community through a marked presence of the French language in awards of prizes and distinctions, and the adoption in 2005 of the Fransaskois flag as one of the official emblems of Saskatchewan.

The Province has taken steps to ensure greater production and distribution of publications and guides in French. Work is in progress at present to create and implement a promotion strategy for the French-language services policy.

Finally, another positive development: adoption in 2006 of guidelines for implementation of the French language services policy with respect to services in French. These guidelines are a kind of toolbox suggesting various practices and approaches for delivery of services in French.

The challenges faced include the importance of stimulating demand for services in French, development of service offerings on-line, and identification of more practical government services in the daily life of the communities.

Alberta

Alberta has no statute or policy regarding services in French. However, under its *Languages Act* of 1988, French can be used in the Legislative Assembly and before certain courts. The Province has a coordination mechanism for delivery of services in French: the Francophone Secretariat, created in 1999.

Alberta signed an initial cooperation agreement with Canadian Heritage in 2002. In recent years, a positive development has been noted in the political arena as well as in operational ministries concerning recognition of the French fact.

As soon as the initial agreement with Canadian Heritage was concluded, the Government of Alberta began to support health projects in French. It currently supports the Edmonton and Peace River health authorities. As a result of a study of financial needs under the agreement, a health centre for Francophones was built in Edmonton.

In the early childhood area, the Francophone stakeholders in Alberta were extremely pleased with the precedent-setting federal-provincial agreement negotiated by the previous government which included language conditions. Although the agreement in question was cancelled, it had an impact, since the Province is in the process of creating two family support centres, including primary healthcare services for Francophones. The Alberta-Canadian Heritage agreement contributed to this project by promoting cooperation among the stakeholders.

Major progress attributable to the agreement has been seen in the field of arts and culture. As a result of cooperation under the agreement with the Alberta Foundation for the Arts,

the Province recognized the Regroupement des artistes francophones de Alberta [Alberta Francophone artists group] as a provincial service agency.

In the field of heritage and history, the forthcoming renovation of the Provincial Museum will make an important place for the contribution of the Albertan Francophonie.

The province's very strong economy is attracting immigrants, and Francophone immigration is one component of the cooperation agreement. The officials associated with the agreement are promoting services offered by Francophone community offices in this field and are seeking to gain official provincial status for these offices.

The cooperation agreement operates as a catalyst in these areas.

The Province is facing a number of challenges, including that of continuing to develop services in French to respond to the needs of the many Francophones from several countries and other Canadian regions, attracted by Alberta's booming economy.

British Columbia

Although the Province has no statute or policy concerning services in French, British Columbia is very open with respect to services in French and is offering more and more such services. In its strategic plan accompanying the three-year (2006-2009) bilateral agreement signed with Canadian Heritage, the Province makes a commitment to upgrade the capacity of its Francophone Affairs Program (its coordination office established in 2001) and support provincial agencies and ministries to better serve its Francophone population in such priority sectors as health, economic development, social services, justice, communications and information.

During the 2006 meeting of the Ministerial Conference on the Canadian Francophonie, Minister John van Dongen pointed out that the Province has adopted the French version of the provincial logo and is giving special importance to literacy. British Columbia made a proposal to include literacy in the Conference's work plan for the year to come and to advise the Council of Ministers of Education (Canada) in writing of its interest in supporting its efforts in the area of Francophone literacy. The Conference unanimously adopted this proposal.

The Province of British Columbia reported successes in the health field, where the responsible Ministry has produced a GuideSanté. As a result of cooperation with the Provincial Health Services Authority, it became possible to hire a bilingual resource person responsible for coordinating availability of services in French. More than 150 documents relating to health have been translated and made available on-line. In the economic field, cooperation with the City of Coquitlam allowed progress to be made on revitalizing the city's Francophone neighbourhood. Through another cooperation initiative, this time with the Ministry of Tourism, the Superhost program was offered in French. The program is designed to improve employability of the labour force and enable businesses to enhance their capacity to offer services in French. There were several other instances of cooperation in the areas of social services, early childhood, immigration and justice. These generated a number of outcomes, including hiring of a bilingual social

worker targeting the homeless, and a social worker tasked with integrating immigrant Francophone families, hiring of a bilingual employee for the new Francophone resource centre in the area of family literacy, translation of a guide for senior citizens, and distribution of legal information and terminology in French.

At the time of its creation in 2001, the Francophone Affairs Program faced a major set of challenges. Chief among them was achieving better knowledge and mutual appreciation as well as a spirit of cooperation between the provincial government and the community. The Province developed and is maintaining close relations and cooperation with the community.

With respect to challenges, it should be pointed out that British Columbia has a small Francophone population scattered throughout the province. It is the only jurisdiction whose Francophone population is not concentrated in specific locations. There is no Francophone city or village; only the Maillardville neighbourhood of Coquitlam is recognized as French. The Province has no legislative or policy framework. Any initiative or benefit targeting Francophones must be aligned with provincial government priorities and, ideally, these initiatives should have a positive impact on other communities, or it should be possible to offer them to those communities. The Francophone Affairs Program must always take these constraints into account.

[TRANSLATION] « ***Since 2001, as a result of fruitful cooperation between the federal government and British Columbia in the area of official languages, both levels of government have been able to enhance the scope and effectiveness of their activities in their areas of jurisdiction, for the benefit of the Francophone community. This cooperation, supported by the intergovernmental cooperation component of the Ministerial Conference on the Canadian Francophonie, increases the availability of services, thus promoting development of the Canadian Francophonie.*** »

John van Dongen, Minister of State for Intergovernmental Relations

3.1.3 The special case of the three territories

In agreements signed in 1984 in the Northwest Territories, and in 1988 in Yukon, the federal government made commitments to pay 100 percent of the costs associated with rights to and delivery of services in French in these two territories.

These commitments by the Government of Canada were designed to ensure that the territorial governments would support government (French-English) bilingualism, entrenched through territorial legislation similar to the federal *Official Languages Act*.

In view of the strong Aboriginal presence in northern Canada, the territorial legislation in each case also included support for preservation of various Aboriginal languages.

In the case of services in French, contribution agreements were signed with the NWT and Yukon following the 1984 and 1988 agreements, and with Nunavut following its creation in 1999. These agreements reflect the specific reality of the territories and differ from the financial incentive cost-sharing approach prevailing in the other jurisdictions. This

situation creates specific expectations on the side of the territorial governments with respect to greater federal funding. On the other hand, it increases federal government expectations regarding accountability requirements on the part of the territorial governments.

In Yukon, Canadian Heritage has two agreements, one for services in French and the other for development and preservation of eight Aboriginal languages. In the Northwest Territories, the agreement is entitled Canada/NWT Cooperation Agreement for French and Aboriginal Languages. In Nunavut, there is the Canada-Nunavut General Agreement on the Promotion of French and Inuktitut Languages.

The initial agreements (1984-1990) essentially covered translation of statutes, interpretation services as well as activities involving public information and communication in French. Gradually, and as available budgets permitted, bilingual positions were created in the main agencies providing the population with direct service, as well as an administrative infrastructure and substantial coordination services.

On April 25, 2006, the Supreme Court of the Northwest Territories ruled that the Government of the Northwest Territories (GNWT) had failed to comply with the requirements established by its language statute with respect to services in French. It accordingly directed the territorial government to put in place measures designed to ensure a level of service in French complying with the statute. Although the judgment has been appealed and affects only the GNWT, it will have major impacts on the three territorial governments as entities responsible for delivery of services pursuant to the territorial language statutes. It is anticipated that this situation will also impact on the level of funding that will be demanded in future from the federal government by the territorial governments.

Given all of these factors, the territories have signed annual rather than multi-year agreements; however, negotiations for multi-year agreements are continuing.

Yukon

Yukon has a Languages Act enacted in 1988, recognizing the right to use French and English in the Legislative Assembly and before the courts, providing for publication of statutes and regulations in both languages, and recognizing the right of the public to receive services in French. The Territory adopted a policy on French services that came into effect in 1994.

During the period covered by this report, one of the greatest successes was a change in the status of the French services coordination mechanism. In 2006, Yukon replaced its Bureau of French Language Services with a French Language Services Directorate. While the previous bureau was accommodated within a department, the Directorate now reports to a Minister officially responsible for services in French. The Director has delegated authority at the deputy minister level and reports directly to the Minister. The Directorate operates in a sense as a central agency and offers its services to the departments, which in turn offer services to the Francophone population. This structural change confers an

important status on services in French, as well as a greater place in the government machine.

Another indication of the approach adopted by Yukon was the commitment announced for the first time in the Throne Speech delivered in late 2006.

A growing trend has been noted among the departments, which are providing their briefing documents in both languages; this practice has become increasingly routine.

Another example of assumption of greater responsibility is the fact that one department supported a group of young Francophones (Espoir Jeunesse) from its own financial resources rather than through funding from the agreement between Canadian Heritage and Yukon.

The Yukon operating model is as follows: deputy ministers and agency heads are responsible for delivering services in French; the Francophone community receives these services; the community must be consulted and involved in developing services that are useful and used.

Among the challenges faced, officials cite two disputes with the federal government. The first related to the amount granted by the federal government under the federal-Yukon agreement– we referred to this situation under point 4.3. This dispute, which is now resolved, was an obstacle to signature of a multi-year agreement but has not prevented Yukon from adopting a Strategic Plan for 2006-2009. The second dispute arose from the transfers to the Government of Yukon of the Whitehorse Hospital (1993) and community health programs (1997), which were previously the responsibility of the federal government. Despite ongoing discussions, no agreement has been reached on payment for these services in French. The community is considering the possibility of returning to the courts to make progress on this issue.

Another challenge for Yukon is development of tools for active offer of services (telephone, counter), to encourage members of the Francophone community to request service in French. However, the Yukon Web site is an excellent tool for communication with the population; but content updates in French and translation of texts are also a major challenge.

« *Mr. Speaker, as minister responsible for French language services, I would like to say a few words about our commitment to providing government services in French. [...] We have established a very constructive working relationship with the Association franco-yukonnaise and we are committed to continuing to work with them to improve service delivery in the priority areas they have identified.*

[TRANSLATION] *These priorities are health, social services, economic development, public security, education, justice and communications. We are proud of the work we have done and the services currently available. We want to continue to improve the quality and number of these services.* »

Glenn Hart, Minister Responsible for the French Language Services Directorate, Yukon Legislative Assembly, November 28, 2006

Northwest Territories

In 2003, a committee of the Legislative Assembly undertook the first review since 1990 of the Northwest Territories *Official Languages Act*. The committee proposed various amendments, which were adopted. These had the effect of increasing accountability and appointing a minister responsible for languages in the Territories.

One of the amendments also provided for establishment of an advisory committee, the Official Languages Board, consisting of representatives of the Francophone community. The existence of this Board with direct access to the Minister is entrenched in the statute, which also provides that the Minister must report each year on his activities through an annual report.

The Office of Official Languages Commissioner has existed since 1990, but the *Official Languages Act* clarifies its role and increases its independence. For example, the Commissioner is no longer a member of the public service.

Following passage of the *Official Languages Act*, the Government of the Northwest Territories developed a results-driven management framework.

Another success: the Government made new regulations specifying the government institutions to which the Act applies.

The Department of Health has earmarked substantial funding to translate its Web site.

A one-stop service project has been developed for access to programs and services in French; implementation is anticipated in 2007.

The Northwest Territories must meet several challenges. First and foremost, there is the problem of recruiting bilingual and qualified staff, given competition from a fast-growing private sector. Recruitment from outside the jurisdiction is very expensive. Since the small Francophone population is widely scattered, delivery of services is proving expensive.

> « *Languages are about our identity–who we are and how we understand and interact with each other and the world around us. The Northwest Territories is unique in Canada and among nations because we effectively have 11 official languages.* »
>
> Final Report of the Special Committee on the Review of the *Official Languages Act*, 2003

Nunavut

When it was created in 1999, Nunavut adopted the *Northwest Territories Official Languages Act*. The Special Committee on the Review of the *Official Languages Act* tabled its report in the Legislative Assembly in 2003. The report contained a number of recommendations, to which the Minister of Culture, Language, Elders and Youth has regard in carrying out his mandate to develop new language legislation for Nunavut.

In 2003, Nunavut released its Languages Services Guidelines for the Government of Nunavut, which set out the obligations of departments with respect to services to be delivered.

In 2007, the Government of Nunavut tabled two bills on languages in Nunavut. Under the Official Languages bill, English, French and the Inuit language would become the Territory's official languages. Another territorial bill relates to protection of the Inuit language.

The Minister has set up a subcommittee consisting of representatives of the Government and the Francophone community, to determine the community's needs and the resources to meet those needs. For example, a day-care centre was built at Iqaluit.

The Government released its Annual Report on the Delivery of Services to the Public in Nunavut's Languages (2004-2005). A second report covering 2005-2006 was released in spring 2007.

Delivery of services in French is associated with many challenges. Recruitment of bilingual and qualified staff is difficult, and bringing individuals from outside the Territory is expensive. The language legislation confers official language status not only on French and English but also on the Inuit language. Management of the balance between the various communities requires constant attention.

> « *One of the top priorities of the Government of Nunavut as identified in Pinasuaqtavut is to protect, promote and use the Inuit language, while guaranteeing the rights of English and French speakers.* »
>
> 2004-2005 Annual Report on the Delivery of Services to the Public in Nunavut's Languages

3.1.4 Summary of successes and challenges in provinces and territories

This quick review of provincial and territorial activities since 2003 demonstrates progress in several fields. We are seeing implementation of strategic frameworks in almost every province and territory, improvements in governance mechanisms, greater formalization of services, and adoption of innovative ways to deliver services. The political context for delivery of services in French is more favourable than it was some years ago.

The evaluation conducted in 2003 by Canadian Heritage recommended strengthening accountability and including information in future agreements on results achieved and on performance indicators. All parties agreed that these frameworks must be refined and clarified. As we have seen, since 2005 the agreements have been better balanced and have been placed in a strategic framework including better identification of desired results.

These successes go hand in hand with challenges that have been described by provincial and territorial officials. The challenges vary greatly from one Canadian region to the next. For example, we noted the need to stimulate demand for services in French, shortage of bilingual and qualified staff to fill available positions, and the obligation to translate an

excessive volume of documents, especially since the appearance of many government sites on the Internet. In addition, greater cooperation must be achieved between provincial and territorial government departments and agencies. A major challenge for officials responsible for coordination mechanisms in provinces and territories is to ensure general commitment on the part of provincial and territorial departments and agencies.

It is also necessary to ensure the general adoption of a culture involving active offer of services, as has already been done by a number of provinces and territories. It is important to ensure that the available funding is used primarily to deliver services to the populations, and reduce to the minimum the funding required for coordination and internal services like translation and language training. The major challenge remains that of offering still more services of a high quality in French, to meet the needs of the population.

As expected, a number of challenges relate to management of the agreements: amount invested by the partners, obtaining additional resources, streamlining administration of the agreements, and simplifying accountability requirements. Given that the total amount represented by the agreements is, by and large, fairly small and that intergovernmental agreements are involved, it is important to adopt administrative procedures that are as simple as possible. The stakeholders are agreed that they will continue their efforts to find procedures allowing sound management of public funds to be reconciled with administrative simplicity.

3.2 Second success: strengthening of the multilateral framework

All parties interviewed in connection with this report pointed to the remarkable progress achieved in the area of multilateral cooperation. It was noted that government departments and officials at both levels of government share the same ultimate objectives relating to improvement of provincial and territorial services and promotion of the Canadian Francophonie. The Multilateral Conference on the Canadian Francophonie, which brings together ministers, and the Intergovernmental Network on Canadian Francophonie, a forum of officials, has been reinforced in recent years.

These two groups have adopted a shared vision and have successfully carried out several initiatives.

3.2.1 Toward a shared vision

Since 2003, all provinces and territories have been represented by ministers or members of legislative assemblies during the annual meetings of the Ministerial Conference on the Canadian Francophonie. This political representation has become established in recent years and invests this forum with definite status and prestige. Since 2006, the Conference has been co-chaired by the federal government and the provinces and territories.

The Conference initially served as a mechanism for the exchange of information and sharing of experiences. In 2002, it took a major step forward by adopting a set of common

principles: *Principles of Government Leadership* (2002). At the heart of this statement was the following assertion: government leadership is essential for the future of the Canadian Francophonie.

3.2.2 The Ministerial Conference: a forum that acts

In 2005, the Conference adopted a shared vision in the form of its Intergovernmental Action Plan. The Plan includes a set of objectives designed to reinforce intergovernmental cooperation. It also identifies initiatives to achieve each objective, an implementation schedule, performance indicators and leaders of each initiative. Associated collaborators and partners were identified, including the Fédération des communautés francophones et acadienne du Canada, the Fédération culturelle canadienne-française, the Société Santé en français, the Fédération de la jeunesse canadienne-française, and the Fédération des associations de juristes d'expression française de common law.

During its meeting of October 13, 2006, the Conference took another step forward by approving a new strategic plan for the years covering 2006-2009. The Plan has three objectives: improving the quality and quantity of services in French offered to citizens; contributing to strengthening the vitality of the communities; and emphasizing the contribution of the Francophonie to Canadian society as a whole. The priorities specified in the strategic plan include strengthening of cooperation between the federal government, the provincial-territorial governments and the communities; promoting services in French in priority sectors, and reinforcing the sense of identity of young Francophones.

There is general agreement that the Conference has a major impact. The provinces and territories have set themselves the challenge of improving their services, and of doing so in a spirit of accountability to the population. Without imposing obligations, the Conference promoted healthy and respectful emulation.

The MCCF creates a sense of solidarity among stakeholders in the various governments. It promotes interest and growing commitment on the part of the provinces and territories with respect to services to the population and development of the Francophonie. It has invested these issues with a national dimension. Its positions in such areas as youth have a very powerful symbolic value.

3.2.3 A report on issues, challenges and future directions

Prepared by a ministerial committee made up of the ministers responsible in New Brunswick, Ontario, Quebec, Saskatchewan and Yukon, the report entitled Canadian Francophonie: Issues, Challenges and Future Directions summarizes a national consultation process carried out by the Conference in 2006 among the provincial and territorial governments and Francophone organizations.

The report provides an inventory of the issues and challenges faced by the Canadian Francophonie. It discusses the issues and challenges of the provinces and territories and ways to enhance cooperation and synergies with the federal government. It reports on the

challenges of the communities and ways to promote better cooperation between the levels of government and community organizations.

The stakeholders consulted by the Committee want to see the provinces and territories become full players in their area of jurisdiction, including increased delivery of services in French. According to the report, establishment of tripartite federal-provincial-territorial-community partnerships would contribute to attainment of this objective.

The report's authors suggest to the MCCF that certain future directions should be given priority: contributing to articulation of an inspirational vision statement and directions serving to unite all of the Canadian Francophonie; actively promoting the Canadian Francophonie and communicating its current and future relevance during events with high media impacts; and considering exercise of leadership in the areas of youth and immigration, in the form of specific large-scale projects with multiple outcomes.

During its 2006 meeting, the Ministerial Conference adopted the report entitled *Canadian Francophonie: Issues, Challenges and Future Directions*.

In its joint news release on the conclusion of its 2006 meeting, the Conference emphasized that "[the] Canadian Francophone identity can be reinforced mainly through targeted initiatives that are focussed on young Francophones and Francophiles across the country."

The Conference is addressing with confidence a large number of issues. One of the most immediate is participation by the Canadian Francophonie in the celebrations marking the 400th anniversary of the founding of Quebec City.

3.2.4 A tool to promote best practices

According to many stakeholders, one of the most valuable aspects of this multilateral forum is its ability to stimulate emulation and cooperation among partners. The experience gained by and successes of some parties stimulate other parties. For example, in 2007 the Intergovernmental Network on Canadian Francophonie set up a Web site for French Language Services Best Practices (www.bonjour-hello.ca). This Web site covers such areas as administration of justice, legislative assembly, administrative framework, communications, information on communities, and human resources.

The site has a number of objectives, including:

- Facilitate experience-sharing among government employees by promoting best practices.
- Increase access of government employees to practical information on the provision of services in French or in both official languages.
- Encourage intergovernmental cooperation to address real specific needs.

- Increase the number of government employees equipped to provide services in French or in both official languages.

The site, which primarily targets provincial and territorial officials, provides the various Canadian public administrations with a database of best practices and resources for the purpose of improving the quality of services delivered to the general public in the language of their choice.

3.2.5 Greater interprovincial and territorial cooperation

One purpose of the Intergovernmental Cooperation component is to encourage partnerships between the provinces and territories, in order to improve delivery of services in the language of the official-language minority. Several cooperation projects took place during the study period.

The forum that is the Ministerial Conference on the Canadian Francophonie meets in two phases: first of all, the provincial and territorial representatives meet together; they are later joined by the federal authorities.

This is primarily the opportunity for meetings among provinces and territories, which hold discussions and confirm this type of multilateral cooperation projects.

These cooperation projects take several forms. Some of them have only two partners, while others involve several provincial and territorial governments. The cooperation projects are sometimes regional in scope. Some focus on sharing experience of language planning, or establishment of new services or new mechanisms, while other cooperation projects involve sharing of various tools. They cover many fields, such as health, translation or legal services.

According to the stakeholders, these cooperation projects will increase in future years.

3.2.6 Greater commitment by other federal departments

The agreements falling within the Intergovernmental Cooperation component cover many fields, including support for provincial or territorial government coordination mechanisms and support for translation or language training services, and also such sectors as health and social services, early childhood, immigration and justice, and economic development. These fields fall within the jurisdiction of many federal departments and agencies. How can their activities and those funded under the Intergovernmental Cooperation component be coordinated?

Two federal departments–Justice Canada and Citizenship and Immigration Canada–have established valuable mechanisms for this purpose.

The Department of Justice has set up a Federal-Provincial-Territorial Working Group on Access to Justice in Both Official Languages, with the mandate to examine any barriers

and possible solutions to access to justice in both official languages, exchange information on the best practices and initiatives in place in each of the jurisdictions; and draw the attention of the deputy ministers of Justice to issues related to access to justice in both official languages. The Working Group has representatives from the provincial and territorial Justice departments as well as one from the INCF. This consultation structure provides a good example of cooperation between the levels of government and the minority-language communities.

Citizenship and Immigration Canada has set up a Steering Committee of representatives from the communities, federal agencies and provincial and territorial governments. The committee's mandate covers recruitment, selection and settlement of immigrants in the Francophone communities. Its activities reinforce the links between the partners at various government levels.

Other federal departments sometimes set up ad hoc committees to discuss certain current issues. This occurred in the health field in the late 1990s, when Health Canada set up two advisory committees for the Francophone and Anglophone minorities. Provincial and territorial government representatives participated in these committees.

Many Federal Councils, bringing together representatives of federal departments operating in the region in each province and territory, invite provincial and territorial representatives to participate in their meetings. These Councils provide an effective way to harmonize the various governments' interventions.

All these mechanisms and formulas provide examples of practices potentially applicable to many other fields of government activities, with the goal of achieving greater complementarity. This challenge is beginning to be met.

3.2.7 The essential contribution made by a coordination position

From 2001 to 2006, the Ministerial Conference on the Canadian Francophonie had a position whose function was to coordinate ongoing work. This position was partly funded by Canadian Heritage under a cooperation arrangement, first with Manitoba and then with New Brunswick. An evaluation carried out in 2006 confirmed the relevance of the function providing coordination and support for the Ministerial Conference, and recommended various measures to improve it. The Conference adopted this recommendation and now has two resources to support this work. The costs are shared between Canadian Heritage and the provinces and territories.

3.2.8 Challenges ahead for the multilateral framework

Among the challenges that must be met to expand the scope of multilateral cooperation, the following deserve special mention: further work designed to better identify outcomes targeted and achieved, greater participation by the entire federal government, and identification of and support for measures that will have a structuring impact on delivery of provincial and territorial services in the minority language. In short, this will involve

strengthening the leadership that is increasingly being exercised by the Ministerial Conference on the Canadian Francophonie.

3.3 Third success: Quebec is becoming a prime partner for development of the Francophonie

3.3.1 Services in the minority English language

The Government of Quebec provides a comprehensive range of services for its English-language minority, and in spring 2007 signed a joint funding agreement with Canadian Heritage in the fields of health and justice.

In the *2005-2010 Strategic Plan to Maintain, Improve, and Restore the Health and Well-Being of English-speaking Quebecers*, Quebec wishes to ensure the community's participation in review and evaluation of the impact of access programs, develop innovative approaches to delivering services, and ensure access to information concerning the services available in English. The Provincial Committee for the delivery of health and social services in the English language was used for this purpose.

In the *2006-2007 to 2008-2009 Strategic Plan of the Ministère de la Justice to Maintain, Improve, Restore, and Introduce Services Available to English-speaking Quebecers*, the projects will relate to such areas as specialized training for Crown counsel in non-criminal and non-penal cases, as well as development of documents and procedures for the Quebec English-language community relating to such areas as application of the *Hague Convention on the Civil Aspects of International Child Abduction.*

3.3.2 Commitment to the Canadian Francophonie

The first Quebec policy relating to the Francophone and Acadian communities was adopted in 1995. In November 2006, two years after the Forum de la francophonie, the Government of the Quebec released its Politique en matière de francophonie canadienne [Policy relating to the Canadian Francophonie], with the title « L'Avenir en français » [The Future in French].

On that occasion, the Government stated that "The position of Canada's Francophones will be strengthened by Quebec's participation and leadership in the Ministerial Conference on the Canadian Francophonie, the signing of bilateral cooperation agreements with all provincial and territorial governments, and increased cooperation with the federal government."

Quebec stated its intent to work more with the federal government on the cause of the Canadian Francophonie, while having regard to the governments' respective areas of jurisdiction. The Quebec Policy states that [translation] "participation by the federal government as co-chair of the Ministerial Conference on the Canadian Francophonie makes it possible to develop greater synergy in this respect."

The Government of Quebec became a full member of the Ministerial Conference on the Canadian Francophonie in 2003. Its presence was felt immediately and it very soon began to play an active role in the Conference, with the goal of promoting the Canadian Francophonie. Quebec's arrival contributed to renewing the vision of the Canadian Francophonie and, in the view of many stakeholders, stimulated greater participation by the provinces and territories in developing the Francophonie.

3.3.3 Agreements between Quebec and the provinces and territories

According to the Policy, [translation] "the bilateral partnerships developed between Quebec and the Canadian provinces and territories are essentially designed to facilitate and improve the offer of services in French." This cooperation is of long standing. The Government of Quebec has been cooperating for more than 25 years with the other provinces and territories to support the Francophonie.

So far, Quebec has entered into cooperation and exchange agreements in the field of the Francophonie with eight provinces and one territory: Alberta, British Columbia, Prince Edward Island, Manitoba, New Brunswick, Nova Scotia, Ontario, Saskatchewan and Yukon. Agreements are about to be signed with Newfoundland and Labrador and the Northwest Territories, and discussions have begun with a view to entering into an agreement with Nunavut.

These agreements relate to various fields of activity, including culture and communications, education, economic development and health. The interprovincial cooperation program of the Canadian Intergovernmental Affairs Secretariat, whose purpose is to forge closer links of cooperation between Quebec and provincial and territorial governments to benefit the Canadian Francophonie, welcomes projects in these areas. The Policy is expanding the area of application to more fields of activity: early childhood, youth, immigration, justice, sustainable development and information technologies.

Some of the measures supported include scholarships, exchanges, tours, training sessions and participation in festivals. The agreements are administered by bipartite standing commissions or joint management committees.

Under the Policy, various mechanisms are provided for cooperation between Quebec and the Francophone communities: a youth committee, regional committees, a Canada-wide committee and a Forum de la francophonie.

The Policy provides for establishment of a Centre de la francophonie des Amériques [Centre for the Francophonie of the Americas] which it envisages as follows: "The centre will promote and enhance a vibrant and dynamic Francophonie that offers promise for the future of the French language." Establishment of this centre, which is scheduled for 2008, represents a major challenge, of the same scale as implementation of a group of actions announced when the Policy was launched.

« *This policy is another good example of Quebec's renewed status as a driving force in French-speaking Canada.* »

Benoît Pelletier, Minister for Canadian international affairs and Canadian Francophonie, on the occasion of release of the *Quebec Policy relating to the Canadian Francophonie*, November 7, 2006

3.4 Fourth success: closer links with the communities

Increasingly, the provincial and territorial governments are associating representatives of the communities with their service programs and policies. The governments want to ensure that their policies and programs are adapted to the needs of the target population. While the methods of community involvement vary, they mainly take two forms.

First of all, the communities are often invited to make their needs and priorities known through formal consultations.

Second, most provinces and territories have advisory processes to ensure that their services are relevant, and they invite community representatives to participate in these processes. There are more and more tripartite mechanisms contributing to greater cooperation between the provincial government, the federal government and the community. These tripartite committees or groups promote constructive and sound relations among the stakeholders.

3.4.1 Consultations with the communities

In recent years, there have been frequent consultations with the communities, as shown by the few examples provided below.

In British Columbia, the provincial government established an ad hoc advisory committee in 2001 to advise it regarding the priorities that should be included in its Official Languages Action Plan.

In New Brunswick, the Interdepartmental Action Plan was reviewed by the Official Languages Advisory Committee that brings together representatives of associations, non-governmental organizations, the private sector and government sectors. Consultations were held with the Acadian community, which was thus able to contribute to the government strategy and to the three-year federal-provincial agreement concluded in 2005.

In Nova Scotia in 2003, the Fédération acadienne de la Nouvelle Écosse released a report setting out the findings of a survey of the needs of the Acadian community with respect to provincial services in French. The Government closely consulted the community regarding its new *Regulations*.

In Alberta, the Francophone community's 2004-2009 Global Development Plan includes requests for services in French in a number of fields, including health, economic

development, justice, social services, early childhood and immigration. The Province based its three-year plan on those requests.

In Prince Edward Island, the provincial government supported the development of the Vision project, which specifies the areas that are priorities for the Acadian community, and used this information to prepare its strategic plan for the 2005-2008 agreement.

3.4.2 Participation of the communities in consultation processes

The Canadian Francophone communities also participate in the advisory committees that the provinces and territories have established to advise them concerning their interventions. Committees of this kind exist in the provinces of New Brunswick, Prince Edward Island, Nova Scotia, Ontario, Manitoba and Saskatchewan, as well as in the three territories.

In Manitoba, Saskatchewan, New Brunswick, Newfoundland and Labrador, as well as in British Columbia and Nunavut, joint advisory committees have been established that include representatives of certain government departments and agencies and of the Francophone communities.

In Yukon, an Advisory Committee on French Language Services, made up of deputy ministers and community representatives, meets twice a year. A working committee consisting of the Director of French Languages Services and the directorate of the Association franco-yukonnaise holds meetings every two weeks to resolve current issues.

3.4.3 Services requiring improvement

This growing commitment of the communities to defining priorities and in the management processes of the provinces and territories certainly does not mean that the communities are fully satisfied with the quality or quantity of the services offered in the minority language.

In 2006, Canadian Heritage commissioned a survey from *Decima Research* on the topic of attitudes to and perceptions of the official languages. One of the questions related to access to services in the minority language offered by municipal governments, provincial and territorial governments and the federal government. In the case of the provincial and territorial governments, 67 percent of Francophones outside Quebec, and 48 percent of Anglophones in Quebec, stated that they were satisfied.

Another statement posing the following question: [TRANSLATION] "How far do you agree that cooperation between the federal government and your provincial government has contributed to improving services in French/English compared with five years ago?" resulted in agreement in the same proportions as above.

A further indicator of the perceptions of the Francophone communities is derived from the above-described consultations carried out by the 2006 Ministerial Conference on the Canadian Francophonie.

In the Synthesis of Consultations, the community organizations referred to "The accountability obligation of PT [provincial and territorial] governments in matters related to the Canadian Francophonie; it is hoped that they would become full players in their areas of jurisdiction, including, to varying degrees, increased service delivery in French. It is believed that setting up federal, provincial/territorial and community structures, agreements and tripartite partnerships would favour this accountability." The community organizations want to see, for example, development of large-scale, well-targeted projects bearing concrete solutions for the future of youth and immigration, economic development and new technologies.

4. Conclusion

In this Report to Canadians, we have noted developments in the issue of federal-provincial-territorial cooperation in the area of services to official-language minority communities in fields other than education. Our analysis covered the period from 2003 to 2007.

As a result of support from Canadian Heritage–under its Intergovernmental Cooperation component–and of the investments made by its provincial and territorial partners, delivery of provincial services has improved greatly in recent years. Four major successes can be underlined:

- the multi-year agreements signed by most provinces and territories have been accompanied by multi-year strategic plans, which provide delivery of services in French with a more structured framework. Furthermore, these strategic plans identify, better than before, the objectives to be attained and the performance indicators;

- the Ministerial Conference on the Canadian Francophonie, which brings together all of the government stakeholders, has expanded remarkably and stimulates greater cooperation and healthy emulation among the partners. This forum has brought to completion a number of projects and has resulted in interprovincial-territorial cooperation projects;

- Quebec has become a prime partner for development of the Francophonie. In addition to participating actively in the work of the Ministerial Conference on the Canadian Francophonie, Quebec has concluded agreements with almost every province and territory, to support development of the Francophonie;

- last, we have seen greater participation by the Francophone communities in development of the provincial and territorial strategic plans, and in the functioning of their coordination processes.

All of this progress has been achieved through the commitment of the partners, and there is every indication that this commitment will increase in future years.

Table III presents changes in certain progress markers from 1988 to date. The areas covered are governance, services offered, multilateral relations and participation by the communities.

The survey of challenges is also impressive. The provincial and territorial stakeholders responsible for delivery of services have underlined some of those challenges:

- promoting demand for services in French, recruiting bilingual and qualified staff;
- translating a growing number of documents, especially since the advent of the Internet;
- establishing a culture involving active offer of services;
- coordinating and leading the entire provincial or federal government administration in the direction of delivery of services in French; and
- responding to the growing demand of the communities for a comprehensive range of services.

Finally, several management-related challenges are part of the situation. These challenges relate to

- better determination of targeted outcomes and methods to measure achievement of outcomes,
- level of investments by the partners,
- streamlining of administration of the agreements, and
- a number of issues associated with accountability.

The positive development of the issue since 2003 and the determination of the federal, provincial and territorial partners to meet the challenges augur well for future years. In the view of Canadian Heritage, the outcomes of its investment in services in the minority language are positive and merit ongoing commitment by the department itself and by its partners.

5. Annexes

Table I: Investments by governments (2003 – 2007)

INTERGOVERNMENTAL COOPERATION IN THE AREA OF MINORITY-LANGUAGE SERVICES
Statement of Costs Associated with Cooperation Agreements - 2003-2007

	2003-2004		2004-2005		2005-2006		2006-2007		Total			
	Federal	Provincial	Federal	Provincial	Federal	Provincial	Federal	Provincial	Federal	%	Provincial	%
Newfoundland	286,250	153,137	450,000	250,000	525,000	252,987	525,000	302,294	1,886,250	66%	958,388	34%
Prince Edward Island	1,350,000	1,147,350	1,380,000	1,073,400	1,198,000	1,129,100	1,572,000	1,129,100	5,520,000	55%	4,478,950	45%
Nova Scotia	340,000	340,000	340,000	340,000	995,000	1,100,000	1,305,000	1,250,000	2,980,000	50%	2,980,000	50%
New Brunswick	1,320,000	1,007,500	1,320,000	1,320,000	1,630,000	1,630,000	1,700,000	1,700,000	5,940,000	51%	5,657,500	49%
Quebec	n/a	n/a	n/a	n/a	n/a	n/a	400,000	400,000	400,000	50%	400,000	50%
Ontario	1,115,000	1,115,000	1,115,000	1,626,350	1,430,000	1,400,000	1,400,000	1,400,000	5,060,000	47%	5,741,350	53%
Manitoba	900,000	900,000	900,000	900,000	1,200,000	1,200,000	1,300,000	1,300,000	4,300,000	50%	4,300,000	50%
Saskatchewan	325,418	325,418	325,418	325,418	520,000	520,000	620,000	620,000	1,790,836	50%	1,790,836	50%
Alberta	240,000	240,000	240,000	240,000	480,000	480,000	570,000	570,000	1,530,000	50%	1,530,000	50%
British Columbia	500,000	250,000	500,000	250,000	500,000	250,000	700,000	700,000	2,200,000	60%	1,450,000	40%
Northwest Territories	1,600,000		1,600,000		1,600,000	0	1,700,000	0	6,500,000	100%	0	0%
Yukon	1,350,000		1,350,000		1,350,000	0	1,550,000	214,000	5,600,000	96%	214,000	4%
Nunavut	1,450,000		1,450,000		1,450,000	0	1,550,000	0	5,900,000	100%	0	0%
Subtotal	**10,906,668**	**5,385,375**	**10,970,418**	**6,524,868**	**12,808,000**	**7,932,087**	**14,092,000**	**9,836,394**	**49,877,086**	**63%**	**29,487,724**	**37%**
Special projects	3,244,537	3,979,136	2,369,142	3,212,803	1,428,888	1,428,888	1,231,285	1,156,285	8,273,852	45.9%	9,756,912	54.1%
Grand total	**14,151,205**	**9,484,511**	**13,339,560**	**9,737,671**	**14,236,888**	**9,360,975**	**16,123,285**	**10,671,679**	**57,850,938**	**60%**	**39,244,636**	**40%**

0,079 2007

Table II – Draft of June 22, 2007

Intergovernmental Cooperation for Delivery of Provincial and Territorial Services in French[1]

Table II: Governance Models of the Provincial and Territorial Governments

	NFL	NS	NB	PEI	ON	MB	SK	ALB	BC	YK	NWT	NU
Political authority	Minister Responsible for Francophone Affairs	Minister of Acadian Affairs	Minister of Intergovern-mental and International Relations	Minister responsible for Acadian and Francophone Affairs	Minister Responsible for Francophone Affairs	Minister Responsible for French Language Services	Minister of Government Relations and Minister responsible for Francophone Affairs	Minister of Tourism, Parks, Recreation and Culture	Minister of State for Inter-governmental Relations	Minister responsible for the French Language Services Directorate	Minister Responsible for Official Languages	Minister of Culture, Language, Elders and Youth
French services statute	None	*French-languages Services Act* 2004	New Brunswick *Official Languages Act* 1969 and 2004	*French Language Services Act* 1999	*French Language Services Act* 1986	None	*Language Act* 1988	*Languages Act* 1988	None	*Languages Act* 1988	*Official Languages Act* 1984	*Official Languages Act* (under review)
Policy on services in the Francophone minority language	None	Policy on services in French in designated Acadian and Francophone regions 1987, amended in 1993	Policy on official languages 1988 and 2004	Policies on services in French, 1987, revised 1995	None	French-Language Services Policy 1989 and 1999	French-language services policy 2003 Guidelines 2006	None	None	Policy on French services 1992	Official Languages Policy 1997	Languages Services Guidelines for the Government of Nunavut 2003

[1]Quebec, which reached an agreement with Canadian Heritage in spring 2007, is not included in this table. The agreement in question covers delivery of services in English in the areas of justice and health.

Table II: Governance Models of the Provincial and Territorial Governments

	NFL	NS	NB	PEI	ON	MB	SK	ALB	BC	YK	NWT	NU
Strategic plan for delivery of services	Strategic Plan	Strategic plan 2005-2006 to 2008-2009	Action plan 2005-2006 to 2008-2009	Strategic plan 2005-2006 to 2008-2009	Strategic plan 2005-2006 to 2008-2009	Strategic plan 2005-2006 to 2008-2009	Strategic plan 2005-2006 to 2008-2009	Alberta Action Plan 2005-2009	BC Strategic plan for Francophone affairs 2006-2009	Strategic plan for French-language services 2006-2009	French-language action plan 2006-2007	Action plan 2006-2007
Coordination mechanism for services in French	Office of French Services	Office of Acadian Affairs	Official Languages directorate	Acadian and Francophone Affairs Division	Office of Francophone Affairs	Francophone Affairs Secretariat	Office of French-language coordination	Alberta Francophone Secretariat 1999	Francophone Affairs Program	French Language Services Directorate 2006	Department of Education Official Languages Division	Department of Culture, Language and Elders
Community advisory committee	Francophone affairs orientation committee (tripartite committee	Ministry of Acadian Affairs Advisory Committee	Official Languages Advisory Committee	Acadian Community Advisory Committee	Provincial Advisory Committee on Francophone Affairs	Several advisory committees on specific areas	Joint Liaison Committee	None	None	Advisory Committee on French Language Services	Official Languages Board	Joint Committee
Official languages commissioner	No	No	Yes (2002)	No	Yes (2007)	No	No	No	No	No	Yes (1992)	Yes (1999)
Obligation to report to the public	No	Since 2004	No	Since 2002	Since 1988	Since 1999	Since 2003	No	No	Since 1994	Since 2003	Since 2003

Table III: Changes in progress markers from 1988 to 2007

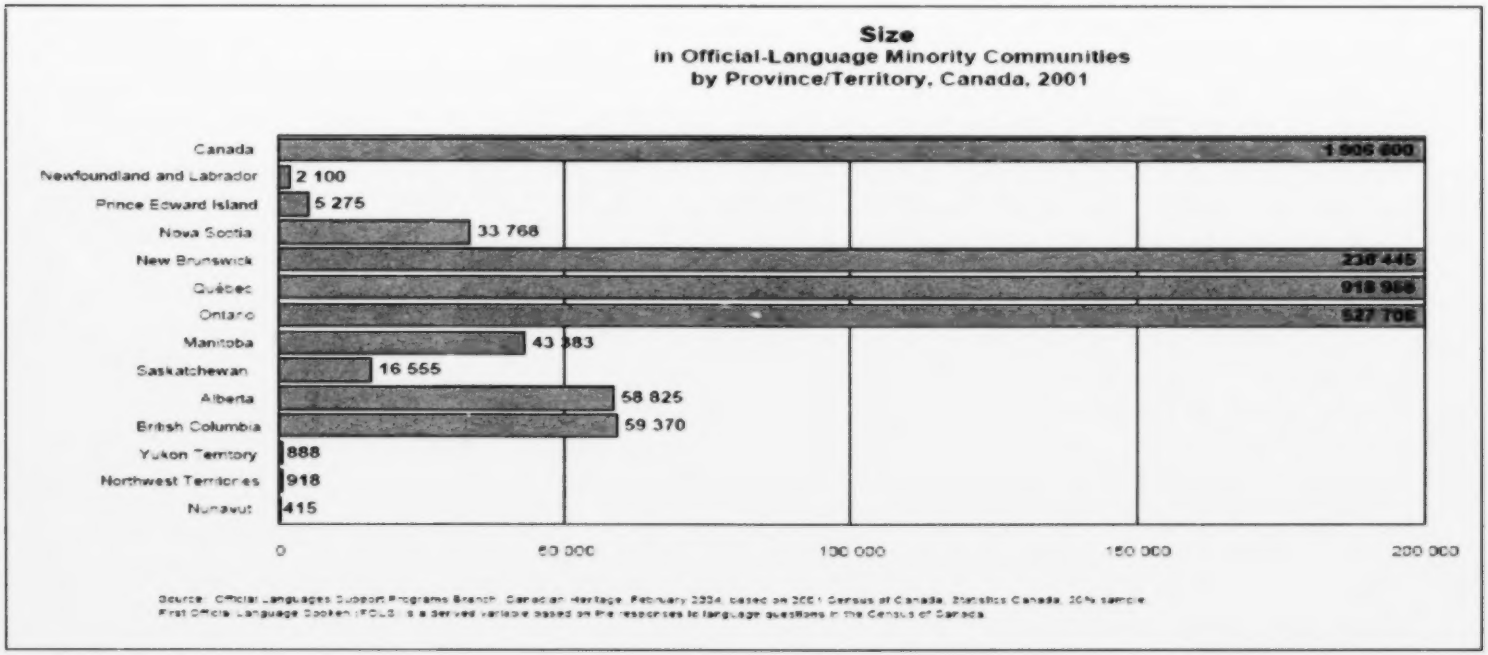
Intergovernmental Cooperation for Delivery of Provincial and Territorial Services in French [2]

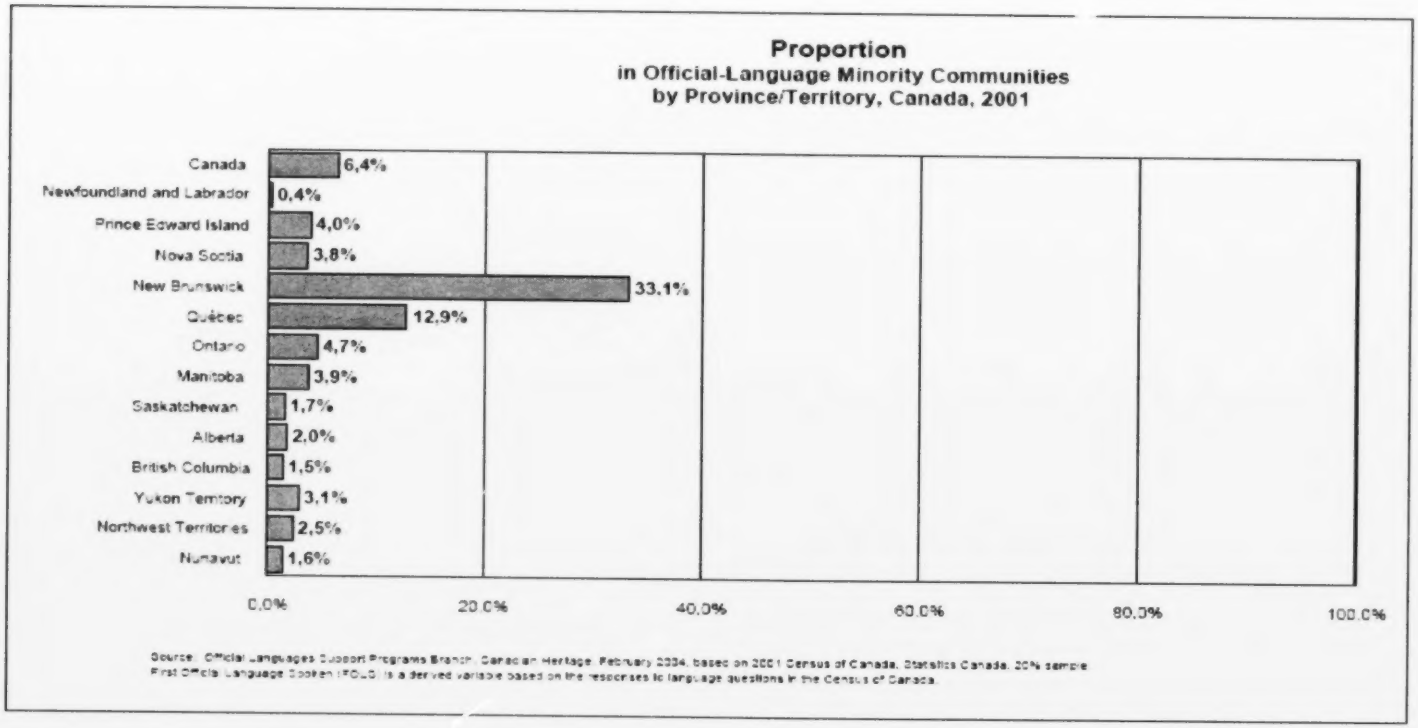
	1988-1998	1999-2003	2003-2007
Governance			
- Languages or French services statutes	NB 1969, ON 1986, SK 1988, AB 1988, YK 1988, NWT 1984	PEI and Nunavut (NU) joined the others NB conducted a review in 2002	NS enacted a statute in 2004 All have statutes except NFL, MB, BC
- Policies on delivery of services	NB 1988, NS 1987, PEI 1987 and 1995, MB 1987, YK 1992, NWT 1997	NU: Languages Services Guidelines for the Government of Nunavut, 2003 SK: new policy in 2003	NS and MB reviewed their policy in 2004 NB reviewed the language of service component of its policy in 2004 SK: guidelines in 2006 All have policies except NFL, ON, AB, BC
- Coordination mechanism for services in French	NB, NS, PEI, ON, MB, SK, YK, NWT	NFL, AB et NU joined the others	BC joined the rest. All have coordination mechanisms
- Official languages commissioner	NWT 1992	NU 1999 NB 2002	Ontario joined the others in 2007
- Minister responsible is designated in a statute or policy	ON 1985 PEI 1987 NB 1988 NS 1988 MB 1989	NU 1999 NWT 2003	AB 2005 YK 2006
- Obligation to produce an annual report	Yukon 1994	MB 1999	NS 2004, PEI 2000, SK 2003, NWT 2003, NU 2003

[2]Quebec, which reached an agreement with Canadian Heritage in spring 2007, is not included in this table. The agreement in question covers delivery of services in English in the areas of justice and health.

	1988-1998	1999-2003	2003-2007
Federal-provincial and territorial agreements			
- Initial agreement	1984 : NWT 1988 : YK 1988 : NB, ON, PEI, SK 1989 : NS 1990 : MB 1993 : NFL	1999:NU joined the others	AB et BC joined the rest. All have agreements
- Agreements including a strategic framework and measurable outcomes	Agreements relating to projects	Agreement relating to action plans	Agreements relating to more strategic plans
Services offered			
- Nature and scope	Limited – mainly translation, language training – targeted internal operations of the governments	Expanded: health, tourism, social services, legal sectors, etc., in the majority of provinces and territories	Multi-sectoral in all provinces and territories
Multilateral			
- Type of forum	Focussed on exchanges and sharing of information	Adoption by the Ministerial Conference on the Canadian Francophonie of the declaration entitled *Principles of Government Leadership*, 2002	The forum adopted a strategic framework, takes positions and carries out projects
- Network of officials	Interdepartmental Network on Canadian Francophonie, established in 1994	Gradual development, progress achieved with the appointment of a coordinator in 2001	Two permanent positions Highly active network Meets several times a year Cooperation activities on best practices
- Interprovincial cooperation	Embryonic	Is developing now that a coordinator is in position	Is developing quickly (e.g. Web site on best practices)
Relations with the communities			
- Consultations on strategic plans	Embryonic	Is developing	All
- Participation in advisory processes	None	Is developing	NFL, NB, PEI, NS, ON, MB, SK, YK, NWT, NU have advisory committees

Table IV : Official Language Minority Communities




Proportion
in Official-Language Minority Communities
by Province/Territory, Canada, 2001
Canada
Newfoundland and Labrador
Prince Edward Island
Nova Scotia
New Brunswick
Québec
Ontario
Manitoba
Saskatchewan
Alberta
British Columbia
Yukon Territory
Northwest Territories
Nunavut
6,4%
0,4%
4,0%
3,8%
33,1%
12,9%
4,7%
3,9%
1,7%
2,0%
1,5%
3,1%
2,5%
1,6%
0,0%
20,0%
40,0%
60,0%
80,0%
100,0%
Source: Official Languages Support Programs Branch, Canadian Heritage, February 2004, based on 2001 Census of Canada, Statistics Canada, 20% sample.
First Official Language Spoken (FOLS) is a derived variable based on the responses to language questions in the Census of Canada.

6. Sources

Interviews with provincial and territorial public servant members of the Intergovernmental Network for the Canadian Francophonie.

Daniel Bourgeois, Wilfred Denis, Donald Dennie and Marc L. Johnson (2006), *La contribution des gouvernements provinciaux et territoriaux à l'épanouissement des communautés francophones en milieu minoritaire : un premier bilan et quelques perspectives* [The contribution of provincial and territorial governments to the development of Francophone minority communities: initial report and some perspectives], Research report for Ministerial Conference on the Canadian Francophonie, Moncton: Canadian Institute for Research on Linguistic Minorities.

Ministerial Conference on the Canadian Francophonie (MCCF), *Canadian Francophonie: Issues, Challenges and Future Directions*, 2006.

Web site of the federal government and of each provincial and territorial government, as well as the Web site of the Ministerial Conference on the Canadian Francophonie.

Provincial and territorial strategic plans associated with bilateral agreements: http://www.pch.gc.ca/progs/lo-ol/entente-agreement/services/index_e.cfm